

Secure Community Reentry Facilities

**Planning and Program Guide
August 2009**



Introduction

In May 2007, Governor Arnold Schwarzenegger signed into law the Public Safety and Offender Rehabilitation Services Act of 2007. This new statute fundamentally improves our corrections system and creates the initiatives for Prison Reform and Rehabilitation. It introduces the Secure Community Reentry Facility (SCRF), a model in which smaller facilities and stronger rehabilitation programs prepare offenders for life outside prison. Additionally, the construction of new beds to reduce the unsafe overcrowding of our prison and jail systems is being expedited. Counties, cities, and California Department of Corrections and Rehabilitation (CDCR) are working together to devise programs that will assist parolees to succeed on parole, reduce recidivism, and enhance public safety.

1. Defining Secure Community Reentry Facility

The Secure Community Reentry Facility (SCRF) will be designed in cooperation with the local county and/or city officials, Correctional Standards Authority (CSA), contracted service providers and private industry. Because each community has differing needs for their reentry facilities, the programs will be developed to specifically address the needs of those communities. Some smaller counties have chosen to develop regional secure reentry facilities.

Research demonstrates that by providing offenders with intensive programming, focused on their criminogenic needs, near their local communities, they are more likely to be successful on parole, with their return to prison significantly reduced.¹

¹ Strategic Reform: Implementing Evidence-Based Programs for California Offenders. Joan Petersilia, Ph.D. July 12, 2005. <http://ucicorrections.seweb.uci.edu/pubs.shtml#reports>

The following is the CDCR description of an SCRF in the state of California:

- Provides a maximum of 500 beds with a mixture of single cell and four-person rooms.
- Contains appropriate space to provide the delivery of evidence-based programs and services.
- Provides space for administrative staff, and external community partners.
- Provides space to meet court-mandated standards for medical, dental, and mental health treatment.
- May provide for the sharing of infrastructure costs and services with other local corrections-related buildings or infrastructure to be determined through negotiations by mutual agreement.
- CDCR will organize and direct the associated planning, design, and construction of SCRF's, and secure needed legislative authority and funding.
- CDCR will provide the resources necessary for programs and services within the SCRF and make available transitional programming to parolees upon return to the county of last legal residence.

2. Target Population

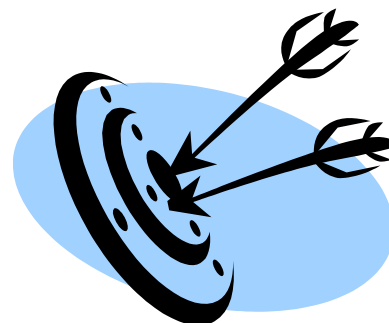
All CDCR inmates returning to the county will initially be considered for placement in the SCRF. The goal of the SCRF, however, is to provide treatment and rehabilitation to the inmates with a **moderate to high risk to re-offend based on validated assessment tools such as the California Static Risk Assessment (CSRA).** CDCR will use a battery of assessment tools to determine those inmates most at risk to re-offend and those most appropriate for placement in a SCRF.²

In a continuum of offenders, we aim to assess and match programs and services to those inmates in the center of the continuum, the group most likely to “churn” as failures on parole. The following is a diagram that describes the inmates/parole violators that will be targeted for placement.

² Considering Secure Reentry Centers in California, Jeffrey Lin, Ph.D. and Susan Turner, Ph.D. February 2007. <http://ucicorrections.seweb.uci.edu/pdf/ConsideringSecureReentryCentersinCalifornia.pdf> . According to recently published papers, for example, the parolees most likely to violate parole conditions and who are returned to custody are also often the ones without stable employment or housing.

SRPF TARGET POPULATION

Continuum of Inmates in CDCR Institutions



Generally Exclude Priority for Placement

- Medical/psych fragile and require care that is not available in the SCRF.
- Recent history of violent behavior when incarcerated.
- Recent history of escape

Priority placement in SCRF Moderate to high risk to re-offend

- Must be willing to participate in a battery of assessment and screening tools.
- Shall be amenable to program participation, willing to program with inmates of any race and adhere to behavior expectations.
- Assessed as moderate to high risk to re-offend.
- Are “churning” in the system and have a history of parole violations and/or previous prison terms.

Lower Priority for in SCRF Placement in SCRF

- Identified for other Programs such as Fire Camps and Minimum Support Facilities.
- Serving first term and assessed as low risk to re-offend.

Generally Exclude from placement in a SCRF – Extremely High: *Offenders’ who have certain classification, medical, and/or mental health needs that must be managed in larger CDCR institutions that have specialized programs and services specific to the offender’s needs. These programs may include acute medical or mental health units and high security units.*

Generally Exclude – Extremely Low: *Many of these inmates are in Fire Camps and Maintenance Crews in Minimum Security Facilities, they are usually completing a short prison sentence, and they are participating in work experience or job training.*

Priority placement in SCRF - Moderate to high risk to re-offend: *This is the target population for the SCRF’s. Generally, these offenders will have a long history of parole violations and several prison terms. These offenders and parole violators generally do not have the academic and vocational skills, and character traits necessary to be successful on and off parole. Because these offenders and parolees have a history of violations and criminal activity, they have often “burned bridges” and do not have a stable place to live or employment prospects upon parole. They need housing assistance and character-based education tools to maintain a stable residence, and obtain and maintain gainful employment.*

Inmate Inclusion and Exclusion Criteria

The SCRF will house and provide programming to inmates within six to twelve months to their parole release date, and house Parole Violators who will be completing their parole violation terms for a period of six to twelve months. Rather than define the Inmate/Parole Violator inclusion criteria, it has been decided define the exclusion criteria.

Secure Reentry Program Facilities Exclusionary Criteria

The proposed Exclusionary Criteria are designed to select a Reentry Program Population with a high probability of both program participation and potential for successful return to the community. Criteria was developed and approved by a subcommittee with representatives from Classification Services Unit (CSU), Division of Adult Parole Operations (DAPO), Facilities Planning Construction and Management (FPCM), Office of Research, and a Retired Annuitant Warden, Associate Warden and Parole Regional Administrator. Please Note that there will be exceptions to this Exclusionary Criteria on a case-by-case basis.

- No More than 12 months until parole
- No active holds
- No conviction or guilty finding of a serious Rules Violation Report (RVR) (CDC115) for Escape with Force or Attempted Escape with Force within the past 10 years. Per CCR 3372.2 (a) (8), 3372.2 (c) (4) (A), and 3372.2 (c) (4) (B).
- No Mental, Medical or Dental Health cases where the level of treatment exceeds that which is available in SPRF; the Federal Receiver and Court Monitors for the various lawsuits will be consulted.
- No active participation or affiliation with prison gangs. Inmates may petition to have their gang designation reviewed.
- No Division A or B disciplinary reports (CDC 115) within the last 12 months. Division C will be evaluated on a case-by-case basis
- No history of participation in or instigation of a riot without a case-by-case review.
- No current Close Custody.
- No current enemy concerns within the SCRF.
- No history of in-custody sexual predatory misconduct within the last five years.

Case Management

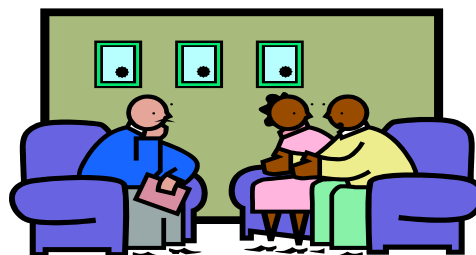
A case management plan will be used by staff and the adult offender to determine program participation and service needs. Increased privileges will be awarded as the offender achieves program milestones and completion.

Per statute, most offenders are required to parole to their community of last legal residence. The reentry facilities will be located in these communities. Each County/City and local community differs in their ability to support the successful and safe return of

adult offenders. CDCR plans to collaborate with a local reentry planning teams in each county/community where a SCRF is constructed. The local reentry teams will address the specific needs of each community to support a continuum of programs and services to provide support to adult offenders to ensure opportunities for success on parole and after discharge. Local government efforts will be necessary to support the returning adult offenders as part of the continuum of programs and services. The state will also contribute to offender transition programs and services.

3. Community Therapeutic Model

Today's evidence based corrections supports a transitional process that instructs and prepares prisoners for return to their communities. As part of the new direction, the SCRF philosophy and applied operational processes will shift from the largely external controls employed at mainline institutions to one of intensive individualized programming and processes that focus on graduated responsibility and bridging with the local community.



The theme in the SCRF is that the offenders are preparing for permanent reentry into their local community. They will be expected to interact as pro-social, law-abiding members of that community. They will attend school/vocational training for part of the day, and may have a part time job. They may participate in physical activity and they will be expected to participate in pre-identified character-based education classes such as substance abuse or anger management. Their daily schedule will mirror the discipline required in adhering to a daily schedule in the community by accessing the SCRF on a regular and planned basis. CDCR will encourage and support members of the community to participate in the resident's rehabilitation. Additionally, offenders will participate in family reunification activities, restorative justice programs, and programs that may benefit the community.

Together, the SCRF offenders, staff and the receiving communities will generate a secured and structured environment that embraces and encourages:

- ✓ Personal growth and accountability,
- ✓ Insightful, ethical conduct,
- ✓ Productive work balanced with the pursuit of sober recreation,
- ✓ Commitment to making victims "whole" by repaying restitution,
- ✓ Healthy, value-based relationships,
- ✓ Life planning and good, timely decision-making,
- ✓ Demonstrations of compassion and selfless charitable outreach.

Since the best assurance of public safety lies in the offender's positive rehabilitation, preparation for return to the social mainstream must focus on personal accountability. Most agree the arduous task of instilling personal accountability includes confronting the

offender with wrong doing, identifying the causes and reducing reoccurrence through an intensive cognitive behavioral processing. Such self-examination should be integrated in a Behavior/Life Plan.

Offender assessment criteria will address offender readiness, attitude and commitment by using a Behavior/Life Plan. Evaluation of this assessment can prepare SCRF staff for planning the necessary program elements and accomplishment schedule specific to a particular offender. To increase the offender's successful reentry program achievement criteria will mirror the expectations found in successful companies. Personal Contract expectations should aim high and then make the necessary adjustments as the offender continues through the program. Regardless of previous involvement, offenders will be expected to earn every aspect of program recognition, privileges and personal freedom. Productivity will be the gauge of achievement. Every offender is expected to complete a detailed plan that takes him or her from their current situation to one of being a law abiding, productive and valued community member.

Successful bridging for released offenders will include community outreach, collaboration, buy-in and participation. Mutual understanding about this transition must be established and preferably long before the actual release. To establish community credibility and the candid exchanges of information, basic partnership principles will be applied. To solidify these relationships, the SCRF facility staff embraces the idea of interacting with community members, hosting community events at the facility, sponsoring community services projects and facilitate access to the SCRF for visitors, volunteers and program partners.

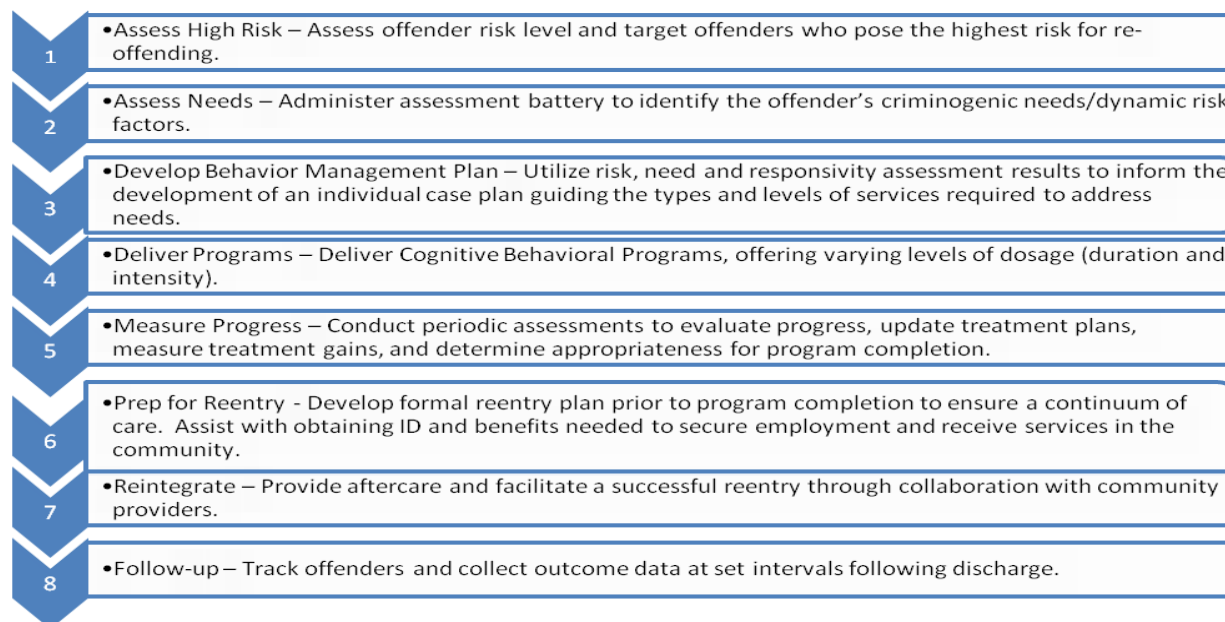
4. SCRF Program Areas and Principles

Adult Programs is leading the development of rehabilitation programming in CDCR. In December 2006, an Expert Panel was convened by the California State Legislature on Corrections Reform. The panel published a report in June 2007 titled "A Roadmap for Effective Offender Programming in California."³ The report offers California a Roadmap for Reducing Recidivism and Overcrowding. The Report also included The California Logic Model, which is a "Roadmap for Effective Rehabilitation," and recommended Eight Principles and Practices, and the six major programming areas in CDCR institutions and reentry facilities.

³ California Department of Corrections and Rehabilitation: Expert Panel on Adult Offender Recidivism Reduction Programming. Report to the California State Legislature. June2006.

California Logic Model

The CDCR is in the process of adapting the California Logic Model (Appendix A) for offenders in all CDCR institutions. The California Logic Model involves eight steps in a continuum from reception/intake to institution placement, reentry, reintegration and (parole) to discharge. The eight steps (from the Expert Panel Report) include:



Eight principles and practices will be prevalent in all of the reentry programs. They include:

- 1) Target offenders with a moderate to high risk to re-offend.
- 2) Assess offender’s needs.
- 3) Design responsivity into programming.
- 4) Develop behavior management plans.
- 5) Deliver treatment programs using cognitive-based strategies.
- 6) Motivate and shape offender behaviors.
- 7) Engender community support in offender reentry and reintegration.
- 8) Identify outcomes and measure progress.

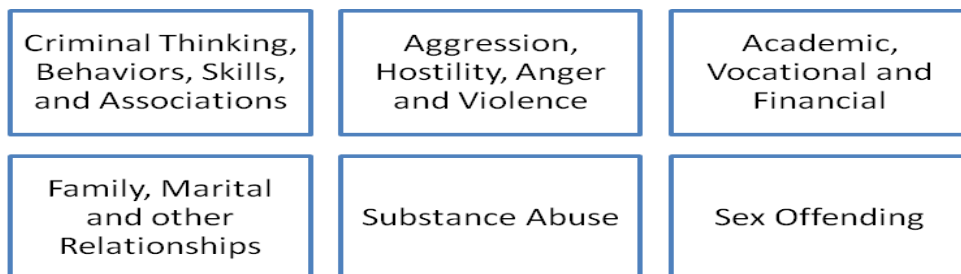
The principles noted above are derived from sound policies that other states, including Arizona, Ohio, Oregon, New York, Pennsylvania, and Washington, have used to reduce recidivism rates among their adult offender populations (MacKenzie, 2000).

These factors are also identified in the June 2007 Expert Panel on Adult Offender Recidivism Reduction Programming Report to the California State Legislature.⁴

⁴ June 2007. Expert Panel on Adult Offender Recidivism Reduction Programming Report to the California State Legislature <http://cdcr.ca.gov/Communications/doc/ExpertPanelRpt.pdf>

SCRF Programming

Six major offender programming areas (from the Expert Panel Report) that address criminogenic needs are:



These programs will be incorporated into each SCRF, depending upon the specific population and community needs. Program offerings shall be evidence based.

Menu of Treatment Programs

A “menu” of treatment programs will be available for all of the SCRF’s. The county/state joint planning teams will be able to choose from the menu options the specific programs that best fit the needs of the offender/parole population in that county SCRF. Thus, in one county SCRF, there may be a strong need for Anger and Violence programming because of the high incidence of parolees violating because of gang associations.

A Sample Core “Menu” for SCRF’s

Criminal Thinking, Behavior and Skills, and Association

- Thinking for a Change (Bush, NIC) ☒
- Social Thinking Skills (Larsen) ☐

Family, Marital and Relationships

- Parenting Skills Program (CSC) ☒
- Living without Family Violence (CSC) ☐

Academic, Vocational and Financial

- ABE, GED ☐
- Correctional Industries and Vocational Education ☒

Substance Abuse

- AA/NA ☐
- Dialectical Behavior Therapy (DBT) ☒
- Relapse Prevention (Weiss) ☐

The specific curriculum or program choices for the offender shall be evaluated and chosen by the CDCR divisions including Division of Education and Vocational Offender Programs, and the Division of Drug and Alcohol Programs (DARS) and Mental Health. Local Reentry Planning teams may also recommend/incorporate treatment, restorative justice, victim awareness, vocational education and specific job training programs led by local employers.

5. Staffing the SCRF

In order to support the delivery of intensive programs to the offenders housed in the facilities, there will be a variety of staff. These may include state employees, county/city employees, contract service providers or a combination of the above. The facilities will employ staff with specialties in education, vocation, health care, substance abuse counseling, the arts, recreation, character based education, civics, parenting, gang awareness, restorative justice and other essential program areas. The Human Resources Office of Workforce Planning leads this effort.



In the SCRF's, local governments may elect to provide certain programs or services and local government employees may participate as part of the overall program delivery plan. Examples of local government's involvement may include drug and alcohol programs, mental health programs, and classes led by local law enforcement gang task forces. Contract staff will be employed to deliver specialty programs or services to the offenders.

6. Size and location of the SCRF

The size of the SCRF will vary according to the population of offenders/parolees in the county/city in the community the facility serves. AB900 legislation caps the population of each Reentry Facilities at 500 offenders.

Ideally, the SCRF will be built in or near urban areas where the offender will subsequently parole. Locating the SCRF in or near urban areas will afford the offenders' families, contracted treatment providers and social service agencies easy access to the facilities. Additionally, the availability of public transportation to the SCRF is important as it provides a greater access to the offenders in the reentry facilities.

7. County/City and State Guidelines



County and City Readiness

County/City readiness to support a SCRF can be represented through a variety of factors. CDCR will work with each County/City to examine the following components as necessary:

- 1) Reentry Planning Teams – Each County/City should have a dedicated County/City reentry planning team. As an example, the following County/City officials and members may be involved:

Planning Team

Sheriff	Office of Education/Career Colleges
County Board of Supervisors	Courts
District Attorney	Public Defender
Jail Commander	Private Industry Employers
Local Adult Probation Official	Community Colleges
Police Department	Housing Authority
Adult Institutions' Representative	Other Service Providers
Local Parole Representative	Community and Faith-based Organizations
Mental Health Services	
Public Health	

- 2) Availability of Wrap-Around Services - Consideration will be given to counties and cities able to provide information and estimated service capacity of community-based organizations, faith-based organizations, and other profit and nonprofit organizations that provide in various supportive services and programs supportive of the reintegration of previously incarcerated individuals.
- 3) Availability of Employment - Consideration will be given to communities with employers willing to hire parolees. These employers may begin to hire, train and employ the offender while housed in the SCRF and then, upon release, provide employment to the offender when paroled.
- 4) County's Mental Health, Public Health and Social Services Departments - The extent to which these local agencies collaborate to provide a supportive network of services for previously incarcerated individuals will be considered.
- 5) Assistance with Parolee Housing - CDCR will work with County/City representatives to identify organizations that assist in transitional housing for parolees. A general

plan for the expansion of private/public partnerships to enhance the availability of transitional housing will be evaluated. The ability to obtain Conditional Use Permits for parolee housing programs will be considered.

- 6) Public Transportation - Counties will be requested to provide information on the public transportation system. Ideally, transportation will be available for the contracted providers and offender families to go to the SCRF.
- 7) Services and Programs Intended to Reduce Recidivism - Consideration will be given to evidence-based programs and services intended to reduce criminal behaviors, reduce victimization, and reduce recidivism among previously incarcerated individuals.
- 8) County/City Established Reentry Efforts - Consideration will be given to the counties with a history of planning and developing reentry programs and coalitions.

State Guidelines

The CDCR will assign field-planning teams to tailor the SCRF to the needs of the local community/county. Thus, the following needs assessments will be conducted prior to program planning:



- Size of the community to be served.
- Size of the facility the county wants to host.
- Demographics of the community.
- Future demographics, i.e., growing community/offender parole population.
- Number of parolees returning to the community on a monthly and annual basis.
- Number of parolees returning to county jails/CDCR institutions on a monthly and annual basis.
- Reasons for parole revocations.
- Parolee reintegration issues, i.e., gangs, housing, employment, drugs.
- Availability of contracted vendors/employers/social service agencies.
- Appropriate staffing of the reentry facilities (availability of peace officers).
- Alternate job classifications to staff the facilities and provide effective controls, programming, and collaboration with community volunteers and service providers.
- Availability of health care services staff or contracted services.
- Location of parole offices/CDCR institutions in relation to the reentry facilities.
- Reason the counties are interested in having a reentry facility.
- Community support.
- Natural resources such as water, electricity, etc., and related infrastructure concerns.
- Environmental impact studies.
- Other Stakeholders

9. Siting Agreements

“Siting Agreements” will be used between the State and counties to define the site of the secure reentry program facilities.



A planning agreement should be developed to address the programs within the facilities, and the populations to be served. An additional “Siting Agreement” should be used to establish the parameters for the ongoing working relationships between the parties.

Funding Sources

AB 900 provides that the State Public Works Board (SPWB) will approve use of lease-revenue bond funds for planning and construction of SCRFs. A funding proposal will be developed and submitted for consideration and approval by the SPWB once plans are developed between the CDCR and the County/City.

Preliminary use of General Fund Budget authorizations may have to occur on a limited basis in order to ensure timely funding sources for the various steps required to develop plans and develop some form of construction designs, drawings, and related services.

10. Program Evaluation

Each SCRF will contain both process and outcome measures. Process measures will include metrics such as number of reentry memoranda of understanding and PEAs signed with local jurisdictions; number of reentry facilities funded; number of reentry facilities established; reentry facilities



capacity and local government participation; community participation in prison and community programming; intergovernmental participation in reentry service delivery, and other similar measures. *Outcome* measures will address the broader questions surrounding achievement of desired results, i.e., recidivism reduction, continuity of care, internal (cross-functional) and external collaboration, cost-effectiveness, other similar measures, and public safety.

CDCR’s Office of Research conducts recidivism outcome evaluation of programs through a number of mechanisms. They will do so for each SCRF as well. In some cases, data will be collected by Office of Research staff who will also conduct the evaluations. Some evaluations will be implemented through contracts with University of California researchers. In other cases, program designs may include resources dedicated to conducting evaluations regarding recidivism outcomes. The Office of Research staff will also act as consultants in the design of such built-in evaluations.